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Outdoor Recreation & ace Plan

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Abstract.

This Report summarizes the Maryland Outdoor Recreation and Open Space Plan which is comprised of three phases: the Concept Plan, the Comprehensive Plan, and the Action Plan.

The Summary Report explains how the plan was developed and how the natural features approach has been utilized. The characteristics of Maryland's topography, woodlands, soils, water and climate have been evaluated in light of their interrelationship and their capacity to respond to demand for outdoor recreation.

The Summary Report reviews the analysis of supply and demand, and the implications for future needs of acreage and facilities for open space and outdoor recreation.

The goals, guidelines and responsibilities for all levels of government and private enterprise are identified. Three types of open space areas are discussed – Activity Centers, Limited Use Areas, and Conservation Areas.

Program Open Space and the Land and Water Conservation Fund – the two most important funding sources for open space and outdoor recreation – are explained.

Maryland Outdoor Recreation & Open Space Plan

Maryland. State Planning Dept.
Publication.

Summary

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STATE OF MARYLAND
EXECUTIVE DEPARTMENT
ANNAPOLIS, MARYLAND 21404

MARVIN MANDEL
GOVERNOR

TO THE CITIZENS OF MARYLAND:

The State of Maryland is fortunate in that its natural heritage is both rich and rewarding. We are proud to have a great variety in wildlife, vegetation, and landscapes which has delighted the many residents and visitors to this State. We also have an abundance of water resources, including the Chesapeake Bay, its tributaries and countless streams and lakes throughout the State. Maryland offers a wide variety of recreational opportunities: from the beaches of Ocean City to the mountains of Western Maryland; from historic Fort Frederick to intensively used recreation areas in urban areas such as Patapsco and Sandy Point State Parks.

In order to assure the citizens of Maryland that adequate and unique open spaces would be acquired and preserved for the public use and that certain recreation sites would be developed and maintained for future generations, the Department of State Planning has developed the Maryland Outdoor Recreation and Open Space Plan. I am pleased to present to you a summary of that plan which was completed in three phases. The first part of this process consisted of the development of a planning program which included the formulation and presentation of conceptual alternatives to the provision of outdoor recreation opportunities and the preservation of open space. This phase also included the development of preliminary goals and policies, which were reviewed by the local jurisdictions and other State agencies. The second phase of the program was the preparation of the "Statewide Outdoor Recreation and Open Space Plan". This document expanded on the goals and policies outlined in the Concept Plan and provided detailed Statewide and regional recommendations for the areas to be preserved as open space and those to be developed for recreation. The Plan also suggested a schedule for the acquisition and development by the State of open space areas and recreation sites plus generalized guidelines to assist in implementing the Statewide Plan. The third and final phase of the outdoor recreation plan deals with the implementation of the plan and programs recommended in Phase II.

The State of Maryland has recognized the need to preserve, acquire, and develop open space in order to provide open spaces and recreation facilities within the reach of all its citizens. The State currently owns approximately 248,678 acres of valuable open space and outdoor recreation acreage within Maryland, over 20,000 of which have been acquired since the inception of Program Open Space. In addition, through the State Program Open Space and the Annual Capital Improvements Program, Maryland has provided up to $159 million dollars for the acquisition and development of local, regional and State open space and recreation areas since 1969. Also, as a result of the State's continuing eligibility in Federal grant-in-aid programs the State has gained an additional $40 million dollars from various federal programs since 1956.

The Outdoor Recreation and Open Space Plan has and will continue to provide a basic framework for the State to continue its program of assuring that vital recreation and open space areas will be added to the public domain. This program will in turn contribute to the improvement of the quality of life for all citizens of the State.

Sincerely,

Marvin Mandel

Table of Contents

1	**Introduction**	6
2	**How the Plan was Developed**	8
	A Plan Formulation Process	8
	B Natural Features Concept	10
	C Planning Regions	12
3	**Supply and Demand**	14
	A Existing Recreation Acreage	14
	B Projected Demand	16
4	**Future Needs**	18
	A Areas	18
	B Facilities	19
5	**The Plan**	20
	A Goals	20
	B Outdoor Recreation Areas	22
	C Long Range Guidelines	22
6	**Implementation**	24
	A Responsibilities	24
	B Funding Sources	26
7	**A Continuing Planning Process**	28
	A The Process	28
	B Coordination	29
	C Legislative Accomplishments	30

Introduction

1

The Open Space Plan represents one element in a series of plans for the development of the State of Maryland.

The Maryland Outdoor Recreation and Open Space Plan was developed in a three-phase program in conjunction with the Department of Natural Resources. Phase I, the Concept Plan, was completed in 1971. This first phase laid the groundwork for all future open space and recreation planning throughout the State and provided basic guidelines for decision-making at all levels of government. In the years since the publication of Phase I, over 20,000 acres of vital recreation and open space lands have been added to the public domain. The acquisition of these lands, with Federal, State and local funds, has been coordinated with the recommendations and policies of the Concept Plan and has provided the first major step toward implementation of a State-wide program for open space and outdoor recreation.

Phase I

Concept Plan (1971)

Designated areas that offer potential for open space and outdoor recreation.

Provided statewide policies and an open space and outdoor recreation framework that government, private enterprise and others can use to help determine where open space and recreation facilities should be located.

Provided local government and others with a basis for review and comment prior to Phase II.

Established natural features approach to outdoor recreation and open space planning.

Phase II

Comprehensive Plan (1972)

Provided a thorough understanding of open space and outdoor recreation needs throughout the State and in each region.

Provided up-to-date information from census data, a statewide outdoor recreation inventory and special studies, for an extensive evaluation of problems and solutions.

Provided detailed statewide and regional recommendations for areas to be preserved as open space and areas to be developed for recreation.

Provided a schedule for State land acquisition and development.

Provided generalized State and regional, legal, fiscal and administrative guidelines to help implement the policies and recommendations of the Comprehensive Outdoor Recreation and Open Space Plan.

Phase III

Action Plan (1974)

Provided an implementation program, including detailed State and regional acquisition and development schedules.

Proposed work program outlines for special studies.

Reviewed current policies and criteria including standards and responsibilities.

Clarified the relationship of outdoor recreation and open space planning to other Statewide planning activities.

Recommended procedures for the annual audit of recreational activity at all levels of government.

Summarized the State Outdoor Recreation and Open Space Plan and process.

The Concept Plan also served as a basis for review and comment by local government, the private sector, and other State and Federal agencies, prior to finalization of the recommendations and policies in Phase II. To encourage this intergovernmental coordination, the Department of State Planning held numerous meetings with local park, recreation, planning and administrative officials in various areas throughout the State.

Phase II represents the incorporation of this important local input into a continuing and comprehensive study of land use, physical development patterns, natural resources, and existing and potential opportunities in Maryland. Updated inventory data were utilized to determine the magnitude of recreation activity demands and facility deficits throughout the State.

The Comprehensive Plan also establishes State policies governing open space and recreation; provides State-wide and regional recommendations for areas to be acquired and developed to meet identified needs; defines areas of responsibility; and outlines various legal, fiscal and administrative guidelines to help implement these goals. Phase III, the Action Plan, provides an overall program design for open space and outdoor recreation research, and acquisition and development of land.

This three-phase approach permits a realistic means for insuring effective open space planning. It provides maximum flexibility, continual updating, and constant coordination with the private sector and all levels of government. Governor Mandel has stated that this strategy will assure both residents and visitors to Maryland an abundance and variety of outdoor recreation opportunities.

The preparation of this Plan enables Maryland to continue its eligibility in the Department of Interior's Land and Water Conservation Fund and the Department of Housing and Urban Development's Open Space Program which have jointly provided the State and its subdivisions with over $40 million toward the acquisition and development of open space and recreation lands.

This Summary of Maryland's Outdoor Recreation and Open Space Plan will enable all citizens of the State to become familiar with the need to provide open space and recreation opportunities in concert with the protection of valuable natural resources.

How the Plan was Developed

2

A. Plan Formulation Process

The major steps in developing the Maryland Outdoor Recreation and Open Space Plan are summarized below.

Identification and Analysis of Natural Features
The areas within Maryland which have a high concentration of natural resources conducive to open space preservation and outdoor recreation development were identified.

Projection and Analysis of Outdoor Recreation and Open Space Needs
State and regional projections of demand for recreational activities were developed and compared to data from the state-wide inventory of existing facilities to determine areas of deficiency. Information and projections of current and future needs were then compared with design criteria to determine land and facility requirements for a variety of recreational activities.

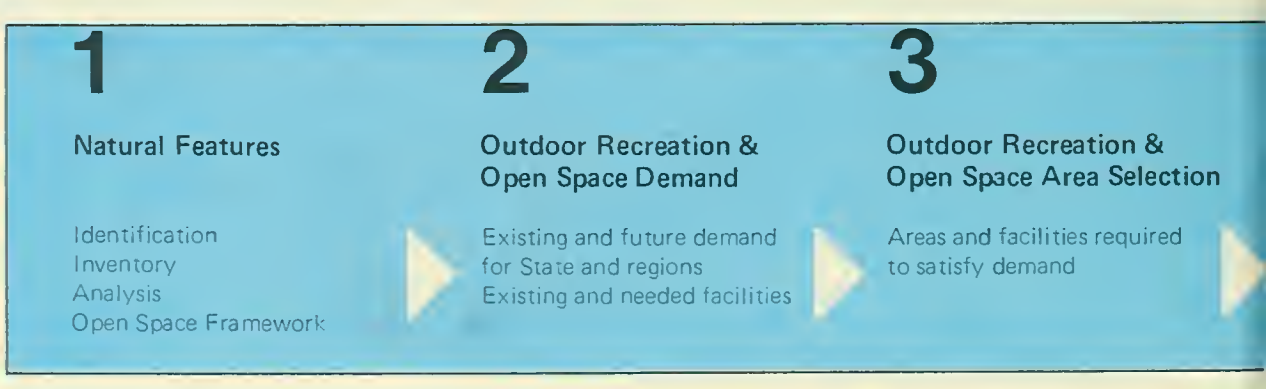
Selection of Outdoor Recreation and Open Space Areas
Outdoor recreation and open space areas, within the natural features framework, were identified throughout the State. Each area selected was analyzed to determine its compatibility with the projected activity demands. County and regional facilities were included if they coincided with the State open space framework and would serve a regional population. General intensity of use and primary activities were identified for each area.

Selection of "Areas of Emphasis" — Priorities for Outdoor Recreation and Open Space
The selected areas were analyzed in light of the demand studies and population information to identify those which should be considered as "areas of emphasis," or of highest priority.

State and Local Review of Proposed Outdoor Recreation and Open Space Areas
A draft of the Comprehensive Plan was prepared for review by State agencies. Regional meetings were held to describe the findings, to present the proposed plan, and to solicit local comment. As a consequence of these meetings, the draft plan was modified.

Development of Implementation Procedures
To insure that future planning efforts conform to the policies and recommendations of the Plan, a series of guidelines for future action was developed. Various implementation techniques were studied and recommendations were made as to their most appropriate uses. Responsibilities of Federal, State and local governments were enumerated, and sources of funding were identified.

Continuing Planning and Updating
The Outdoor Recreation and Open Space Plan is a guide for making decisions by placing outdoor recreation and open space proposals in a long-range, comprehensive perspective. The Plan will be reviewed periodically and, when necessary, modified or amended. This review procedure, which will be under the auspices of the Maryland Department of State Planning and Department of Natural Resources, will insure that the Plan reflects current trends, new information, and changing State needs. Additional data from special studies and detailed investigations undertaken each year by the State will provide input for revisions to the Plan.



4

Priority Area Selection

Areas of emphasis for meeting demand and responsibilities

5

State and Local Review

Agency and regional meetings
Finalization

6

Implementation

Implementation techniques & responsibilities
Funding requirements
Acquisition and development

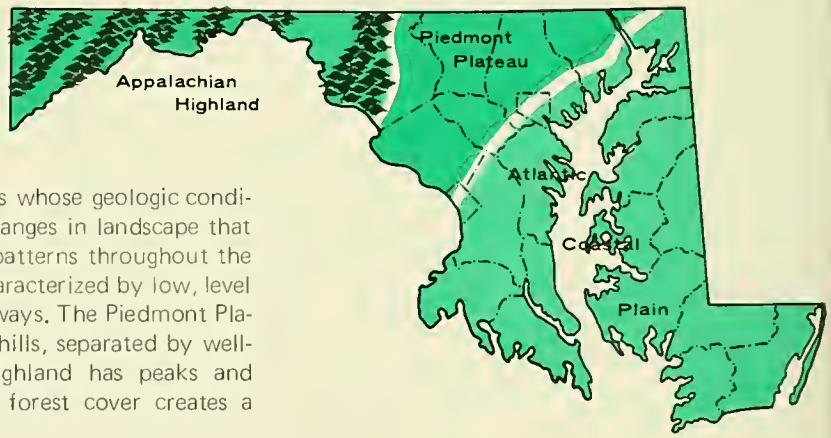
How the Plan was Developed

2

B. Natural Features Concept

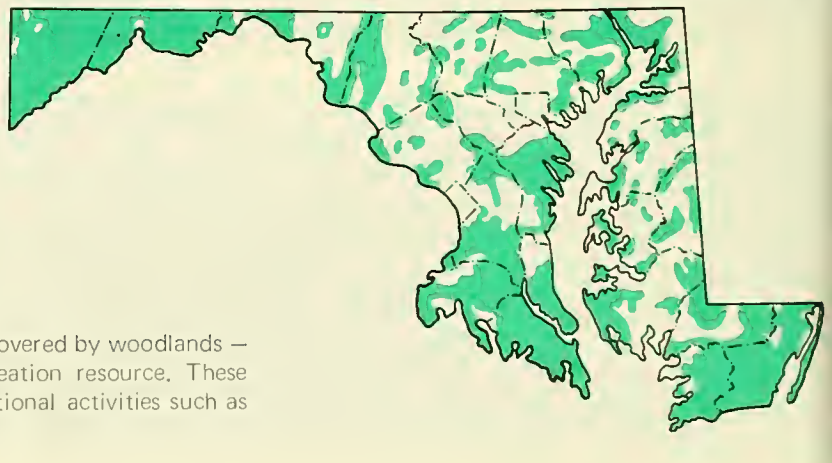
Throughout the State of Maryland, there is much opportunity for a wide variety of outdoor recreation activities. In order to use that opportunity intelligently, this plan has as its basic approach the identification and analysis of the State's natural features. The characteristics of Maryland's topography, woodlands, soils, water and climate are evaluated in light of their interrelationship and their capacity to respond to demand for outdoor recreation.

Topography



Maryland has three physiographic areas whose geologic conditions cause the subtle and dramatic changes in landscape that influence open space and recreation patterns throughout the State. The Atlantic Coastal Plain is characterized by low, level land and an intricate system of waterways. The Piedmont Plateau has rolling land of low, wooded hills, separated by well-drained valleys. The Appalachian Highland has peaks and ridges between the valleys. A dense forest cover creates a dramatic landscape.

Woodlands



Nearly half of Maryland's land area is covered by woodlands — a valuable economic, scenic and recreation resource. These areas provide opportunities for recreational activities such as camping, hiking, and hunting.

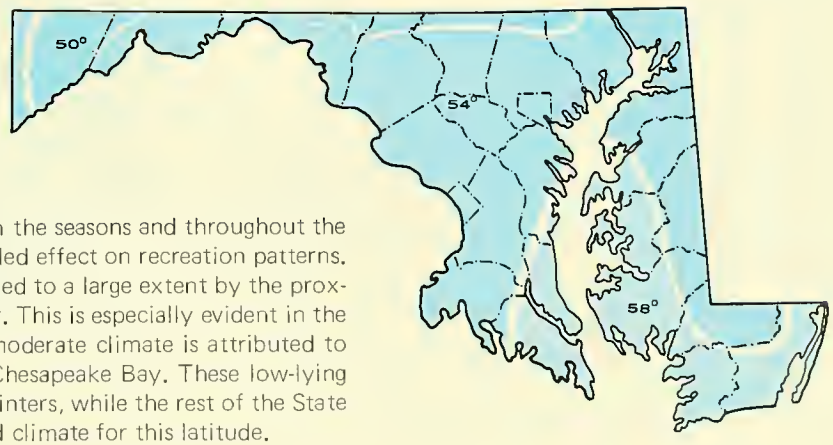
Soils

Soils have a profound influence on how land shall be used. Soils that exhibit the following characteristics help locate areas with potential for open space preservation and some kinds of recreation: flooding and wetness, poor drainage, erodability, stoney conditions and shallow bedrock, high water tables, steep slopes, poor agriculture suitability but suitability for other vegetation.

Water

Maryland's most striking physiographic characteristic is its extensive and intricate system of waterways. The prominent rivers of the State include the Susquehanna, Potomac, Patuxent, Patapsco, and the Gunpowder. The Chesapeake Bay and Atlantic Ocean are magnificent fresh and salt water bodies that offer excellent recreation opportunities and large wetlands and tidewater areas where fish and wildlife abound.

Climate



Maryland's climate varies with the seasons and throughout the State. The climate has a decided effect on recreation patterns. Maryland's climate is determined to a large extent by the proximity of large bodies of water. This is especially evident in the Coastal Province where the moderate climate is attributed to the Atlantic Ocean and the Chesapeake Bay. These low-lying regions generally have mild winters, while the rest of the State is more characteristic of inland climate for this latitude.

How the Plan was Developed

2

C. Planning Regions

Maryland can be divided into seven recreation planning regions, each of which has common physiographic, economic and social characteristics and is generally experiencing similar development pressures.

Western Maryland and Frederick Regions

Much of the entire Western Maryland and Frederick Regions is characterized by rugged terrain, with steep wooded ridges and narrow valleys. Opportunities for leisure activity are related to the natural scenic resources of the regions and are sufficiently attractive to draw out-of-state visitors, as well as Maryland residents. Varied topography, clear rivers and streams, extensive virgin forests, abundant wildlife and invigorating climate already exist. From these, such recreational pursuits as sightseeing, hiking, mountain climbing, fishing, hunting, boating and winter sport activities have developed.

Baltimore Region

Slightly over half of Maryland's population lives in the rapidly growing Baltimore Region. The region is characterized by a broad, undulating surface marked with low knobs and ridges and deep, narrow stream valleys. Part of the region is in the somewhat flatter Atlantic Coastal Plain and the eastern edge is defined by the many estuaries, coves and peninsulas of the Chesapeake Bay shoreline. This urban area is deficient in open space already, and the significant growth which faces the region presents a complex problem relative to the population's future outdoor recreation needs. The region's numerous stream valleys, vast reservoirs and areas along the Chesapeake Bay are several of the physiographic features that provide an excellent framework for considering the location of future open space and outdoor recreation areas.

Suburban Washington Region

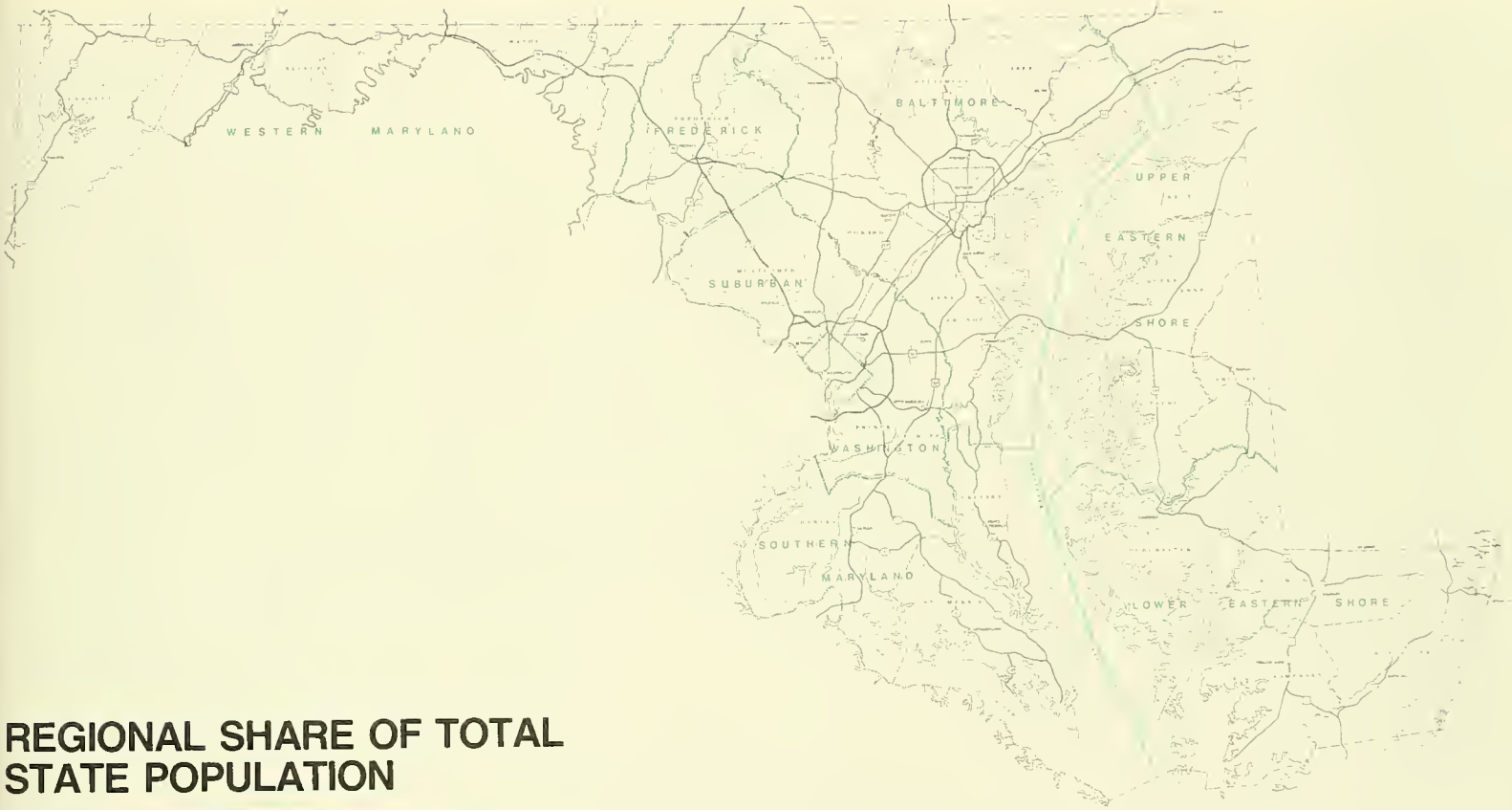
The Suburban Washington Region lies within the Piedmont Plateau and the Atlantic Coastal Plain and is characterized by a broad, undulating topography interrupted with low ridges and deep stream valleys. The region is the fastest growing in the state, and its park system is influenced by the population of the adjacent District of Columbia. The Patuxent and Potomac Rivers offer the greatest recreation potential for this region. The stream valleys, already used for open space and recreation, offer opportunity for expansion to accommodate a growing demand.

Southern Maryland Region

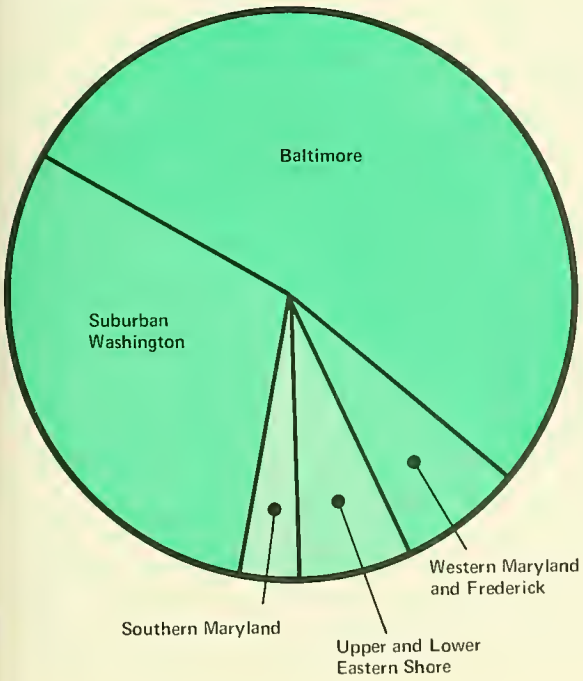
The sparsely developed Southern Maryland Region provides excellent sport and recreation opportunities in its rivers, bays, coves, and estuaries along more than 500 miles of indented shoreline. The region's potential as a recreation area depends upon these water resources. The vast woodlands that blend with the creeks and rivers reach far into the region, offering attractive outdoor recreation and open space areas.

Upper and Lower Eastern Shore Regions

The Upper and Lower Eastern Shore Regions are characterized by level to gently rolling terrain and thousands of miles of shoreline. While the shoreline offers the greatest recreation potential of the state, major problems of water pollution and public access to the shores exist. The regions are experiencing relatively little population growth, though the ocean front and bayside areas are becoming major summer recreation attractions.



REGIONAL SHARE OF TOTAL STATE POPULATION



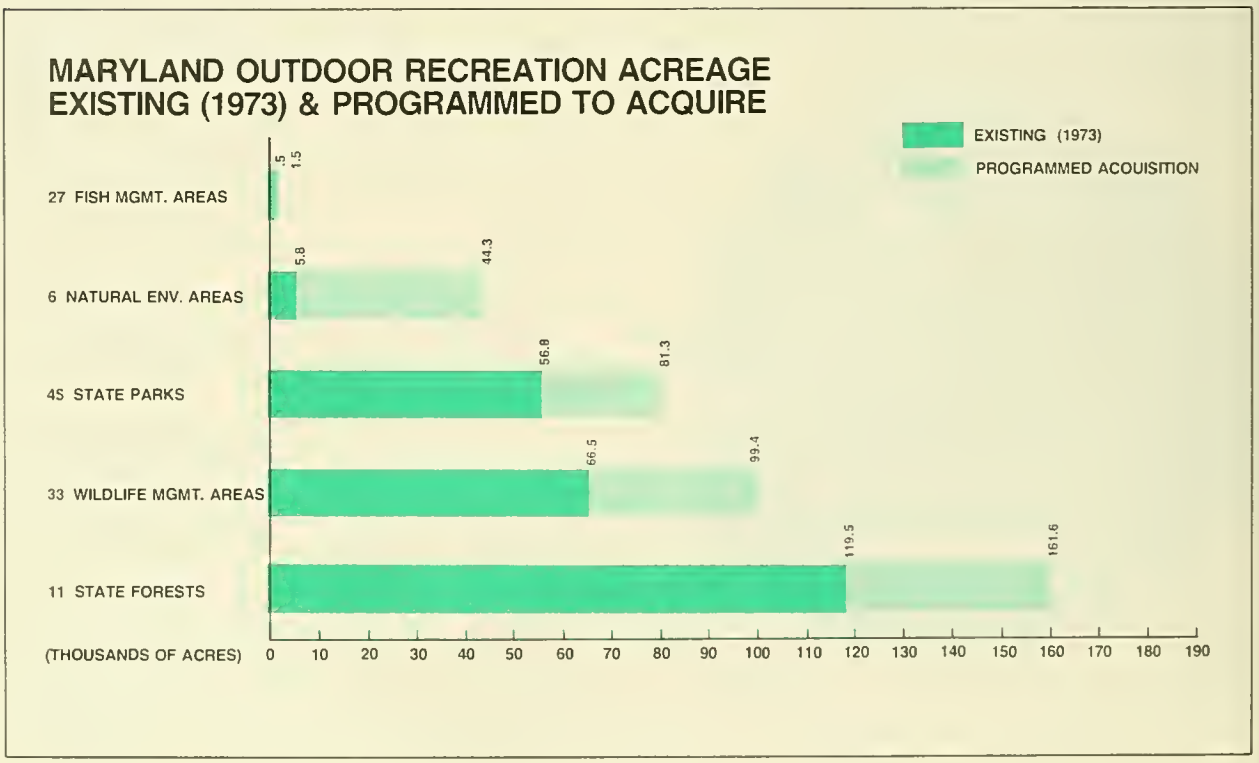
Supply & Demand

3

A. Existing Recreation Acreage

There are nearly 250,000 acres of state land devoted to parks, forests, natural environmental areas, wildlife management areas, and fish management areas. They include some which attract visitors from throughout the state and some of more limited popularity. Deep Creek Lake State Park, for example, is one of the more popular parks in the state. Located in Garrett County, the park comprises 1,766 acres, including a mile of lake front. The park affords Marylanders the facilities in which to enjoy swimming, picnicking, camping, fishing, boating, hunting and hiking.

The accompanying graph indicates Maryland's supply of acreage for outdoor recreation as well as acreage already programmed. to be acquired by the Department of Natural Resources.



Supply & Demand

3

B. Projected Demand

There are many indications that the demand by Marylanders for every major leisure time pursuit is increasing rapidly. A combination of the following factors will cause participation in outdoor recreation to triple between now and the year 2000:

population growth, especially young adults,

ease of travel,

increased family income,

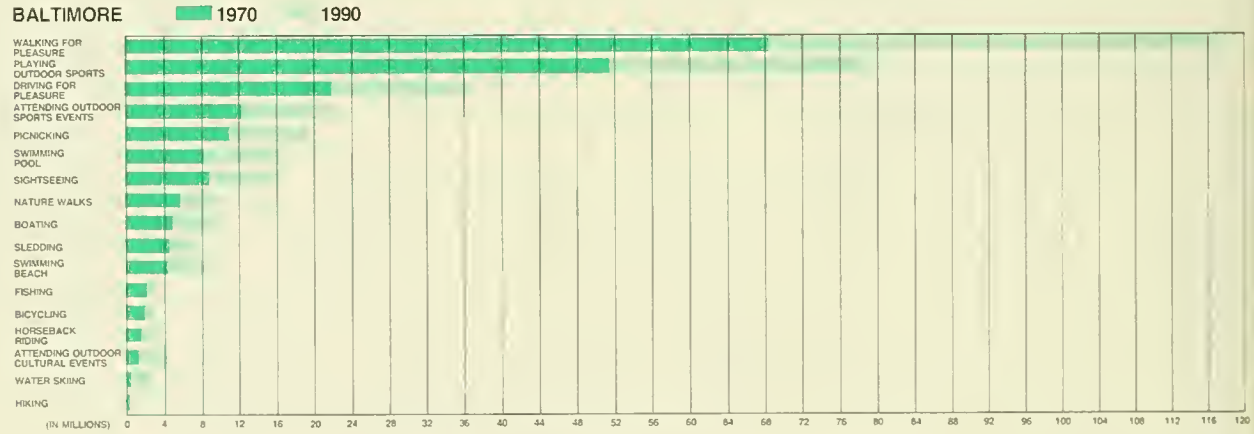
changing work patterns.

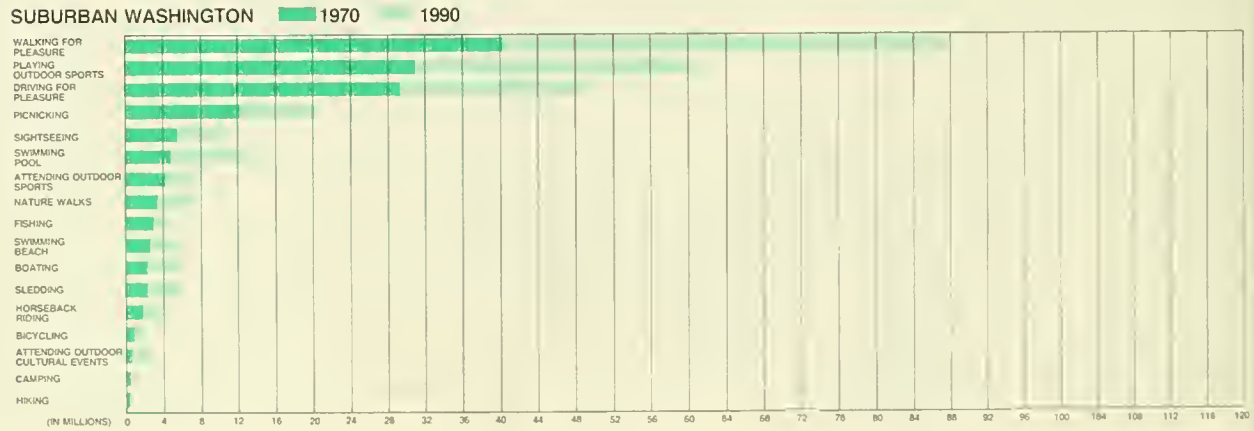
Recreation demand is expressed in "number of occasions" – the number of separate times people engage in recreational activity. These rates have been established by the National Outdoor Recreation Resources Review Commission. The accompanying graphs show the 1970 and 1990 demand for the most popular recreation activities in each region of Maryland.

On these graphs the total number of occasions was determined by multiplying the percent of the population which participates in a recreation activity (the participation rate) by the number of times an average person participates in the activity over a season.

Annual Demand Occasions: 1970 and 1990

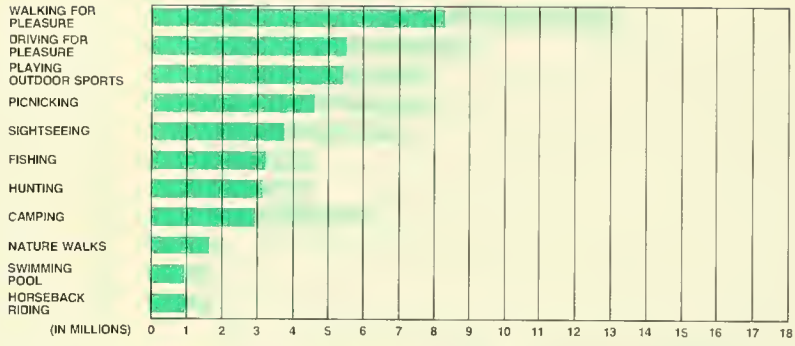
Ranked By Activity





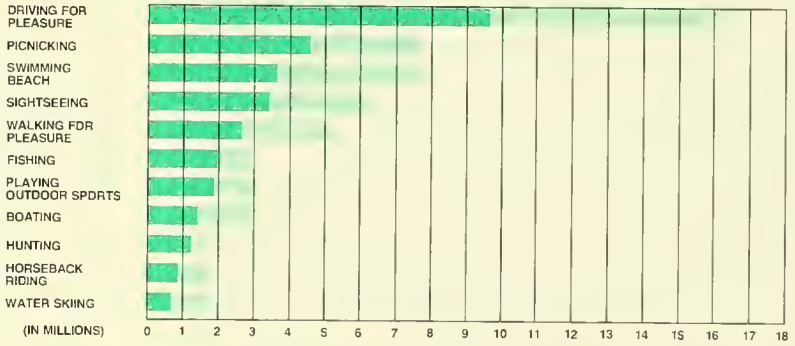
WESTERN MARYLAND & FREDERICK

1970 1990



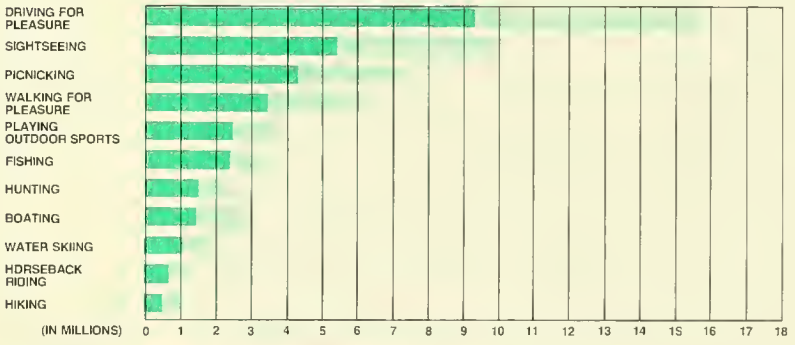
SOUTHERN MARYLAND

1970 1990



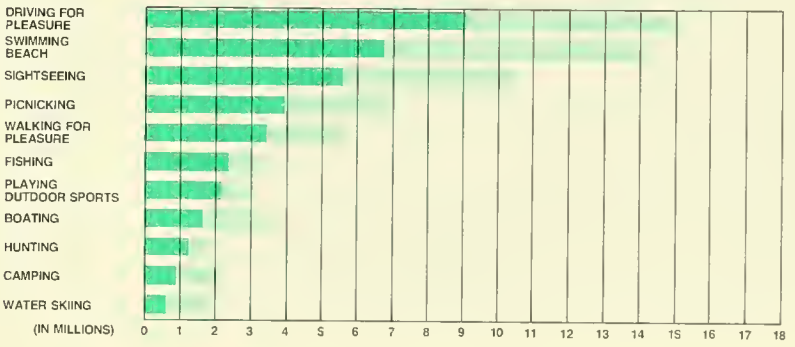
UPPER EASTERN SHORE

1970 1990



LOWER EASTERN SHORE

1970 1990



Future Needs

4

The future needs of Maryland residents for recreation opportunities will be influenced by a growth in privately developed recreation facilities, increased demand, and new types of leisure-time activities. The needs are measured in two ways:

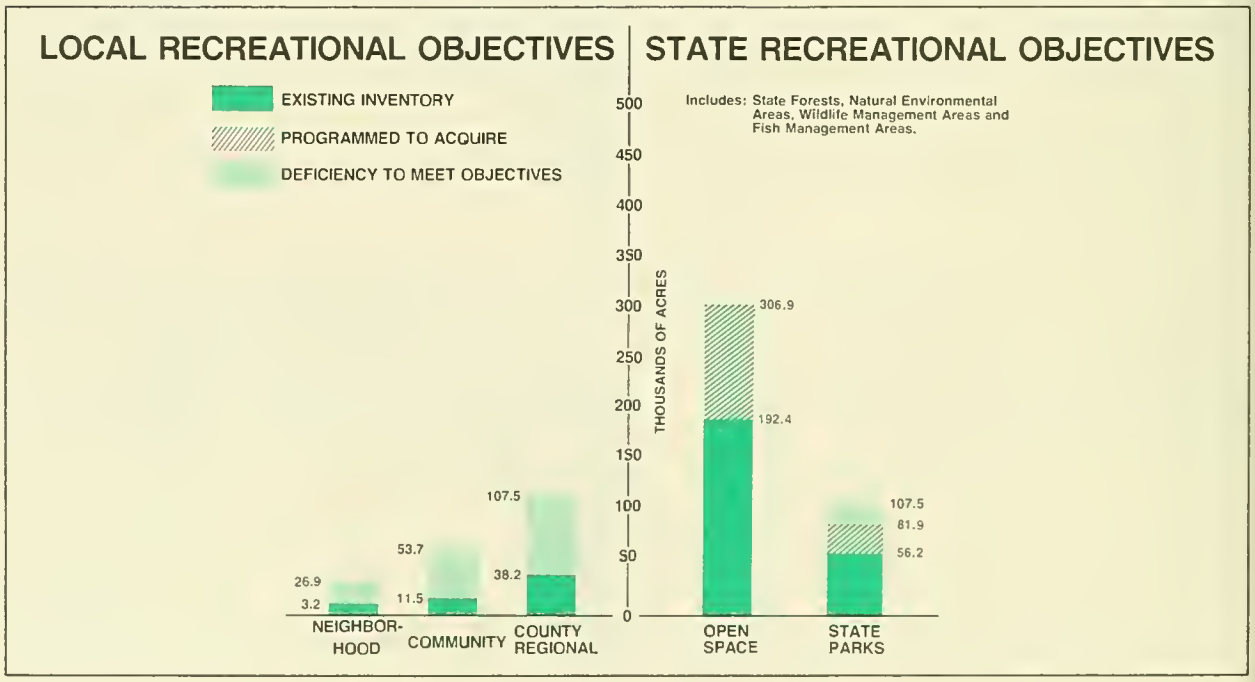
acres in parks serving neighborhoods, communities, regions, and the State,

facilities to be developed in these parks.

A. Acres

The need for public park acreage has been estimated by applying standard acreage per population ratios to current and projected population. This method established acreage goals for 1990 in four categories of parks: parks serving the neighborhood, parks serving the community, parks serving the county or region, and parks serving users from across the entire state. No acreage objectives were set for open space conservation areas or historic site preservation. These types of open spaces should be acquired and protected on the basis of the ecological, aesthetic, or historic significance of particular sites, rather than on the basis of recreation requirements.

When these standards are applied to the estimated population for each region and the state, the acreage objective for each type of park is derived. The accompanying graphs show these standards applied to the 1990 estimated population.



B. Facilities

The second factor of recreation requirements is that of the facilities to be developed. The type and amount of developed facilities to be built in the parks were determined through a demand analysis of Maryland's recreation preferences. This method established recreational development goals by applying design capacity standards for recreation facilities (as suggested by the U.S. Bureau of Outdoor Recreation) to current and projected user demand for twenty activities popular in Maryland. The results indicate the facility development objectives for each type of activity as detailed in Phase II, The Comprehensive Plan.

The development goals for recreational facilities must be met through a combination of public and private investments. A lot of the acreage needed for demand activities can be outside the public park system. For instance, many swimming pools and boat docks will be maintained by private clubs or individuals. The majority of hunting acreage will be private land. Golfing and snow skiing will be, in large part, commercial enterprises. Other activities would be a public responsibility. Finally the demand analysis shows very large acreage requirements for an activity like water skiing, but this does not mean the State or local jurisdictions need acquire large acreage. The State is already the owner of Maryland's rivers and the Chesapeake Bay. The acreage for water-based recreation exists; increased public access points should be provided.

The Plan

5

A. Goals

The Maryland Comprehensive Outdoor Recreation and Open Space Plan suggests goals and guidelines for open space and outdoor recreation decisions at all levels of government and private enterprise:

Plan and Locate Open Space and Outdoor Recreation Areas According to People's Needs
Give high priority to the location of recreation areas within the Baltimore-Washington, D.C. corridor and other heavily developed urban areas.

Seek citizen involvement to help determine recreation needs in the areas where facilities would serve.

Provide a wide variety of state and local recreation facilities and programs tailored to the demand of each facility's service area.

Provide the Maximum Possible Number of Outdoor Recreation Opportunities
Encourage low intensity recreation uses on open tracts such as flood plains, wooded areas, steep slopes, and other significant natural features, provided proper safeguards are established to protect the local environment.

Explore the recreation potential and utilization of water bodies, agricultural research farms, and wildlife management areas.

Provide access for inner-city families to state parks, major historic and cultural sites, significant natural areas and water-oriented public areas.

Provide recreation facilities for the handicapped of all ages.

Provide public access to estuaries, the Chesapeake Bay, and every major river in Maryland.

Provide corridors for limited recreation uses such as bicycling, hiking, and others which relate to streams, shorelines and unique resource and historic areas.

Preserve the Natural Characteristics of Land and Water
Control shoreline development along the bay and the ocean through state and local legislation.

Continue implementing legislation and protection programs for the Chesapeake Bay and inland wetlands with emphasis on appropriate land development regulations, conservation zoning, land donations and purchase of development rights in lieu of outright acquisition.

Regulate and preserve all islands wherever feasible for conservation and limited recreation uses.

Emphasize the Preservation of Rare Plant and Animal Forms and Extraordinary Habitats
Create more wildlife sanctuaries and management areas in places that provide areas of unusual flora and fauna.

Enact and enforce strong legislation to protect fish and wildlife.

Enforce strict soil conservation measures in areas being developed.

Use a Variety of Methods to Preserve and Acquire Open Space Lands
Encourage stewardship through the development of state policies and guidelines on tax abatements, tax credits and special assessments for privately held open space.

Promote well-planned new towns and planned unit developments by establishing state guidelines which emphasize the recreation amenities which these forms of development can provide.

Utilize scenic or conservation easements, purchase and leaseback agreements, and subdivision regulations.

Encourage the use of both public and private lands for outdoor recreation, including the purchase of public recreation rights and scenic easements to expand open space beyond publicly owned land and the encouragement of land owners to provide recreational opportunities for the public under multiple-use income-producing arrangements.

Provide Scenic Roads and Trails That Are Efficient and Attractive
Establish an interconnecting system of walking, hiking and cycling trails along the ocean beach, bays, estuaries, rivers and streams, linking activity centers.

Use scenic roads and trails to link parklands, conservation areas, scenic landscapes, and historic and cultural sites.

Maryland governments, especially the State, should take an active role in funding and implementing the Potomac Heritage Trail.

Encourage a Partnership Between Private Enterprise and Government to Conserve and Develop Natural Resources and to Provide Facilities and Services for Public Enjoyment

Provide information and planning tools to assist private enterprise in developing and managing facilities to meet recreation needs.

Establish standards for the design of recreation areas which will insure that they are safe and healthy places which do not abuse the natural environment and which provide a high quality recreational experience.

Develop guidelines for the attractive and economical location and design of facilities in or near areas of scenic and historic distinction.

Lease and develop some state parklands, through private enterprise, county and municipal agencies, for needed outdoor recreation facilities and programs.

The Plan

5

B. Outdoor Recreation Areas

The Plan provides three distinct but related types of open space areas to achieve the facility and acreage objectives.

Activity Centers: The most intensively developed recreation areas, ranging from a large complex offering multi-purpose recreational opportunities to small pockets of intensive, active recreation; these areas may also include areas of specialized recreation. The activity centers are not necessarily resource-based, although many may be located in or surrounded by natural areas of a limited use or conservation character. Activity centers would be developed harmoniously with the surrounding environment and located near urban centers.

Limited Use Areas: Areas developed at moderate intensity for such recreation activities as swimming, boating, tent camping, open field sports and special interpretive activities. These areas will usually be resource-based and may be broad expansive areas for a single or limited type of use. These areas may also be intermittent and relatively small activity sites in an extended linear pattern or small concentrated sites with limited activities. Limited use areas tend to be relatively narrow strips of open land following streams, rivers, other water bodies and ridges oriented to nearby activity centers, and places of unique natural or historic interest.

Conservation Areas: Areas devoted to limited and scattered low intensity activities such as hiking, hunting, fishing, wilderness camping and nature study, where the environment is not disturbed. The conservation areas are relatively broad, tending to parallel streams, rivers, and ridges, and serving primarily to complement recreation areas. They include wetlands, steep slopes, flood plains, dense woodland and other areas of conservation significance.

C. Long Range Guidelines

Each level of government — municipal, county and state — has a role in achieving present and future recreation objectives. The following long-range guidelines indicate the acreage for which each jurisdicition should be responsible.

Municipal governments: 5-15 acres per 1,000 population in the jurisdiction. Municipal governments should be responsible at least for Neighborhood Parks (5 acres per 1,000) and possibly for Community Parks (10 acres per 1,000) within their geographic boundaries.

County governments: 15-35 acres per 1,000 population in the county. County governments should be responsible for Neighborhood and Community Parks (5 and 10 acres per 1,000 respectively) in unincorporated areas and for Regional Parks (20 acres per 1,000). However, the Regional Park responsibility could be shared with the state.

State: 45-55 acres per 1,000 population in the entire state. The state government should be responsible for at least the standard acreage (45 acres per 1,000 population in the state) and possibly more (up to 55 acres per 1,000 if standards are increased). Further, because some State Parks also serve a regional function and some counties may not be capable of meeting this program element, the state could cooperate with the counties to provide acreage for Regional Parks. In this case, the state share could be, perhaps, at a standard of 5-15 acres per 1,000 (as a part of the counties' 20 acres per 1,000 responsibility).

47

The Plan

5

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COMPREHENSIVE OUTDOOR RECREATION AND OPEN SPACE PLAN

6

Implementation

A. Responsibilities

Government, quasi-public groups and private enterprise provide recreation opportunities for Maryland's citizens and visitors. Federal and state agencies provide major, large-scale recreation developments, while regional, county and municipal governments are best able to satisfy local recreation demands. All government agencies have the responsibility to:

1. Strive for the highest public benefits per dollar spent in the provision of outdoor recreation areas and in the preservation of open space.
2. Ensure that the public has opportunities to enjoy a broad variety of recreational activities.
3. Make the determination of priorities one of the most important ingredients in planning and programming to meet short-term and long-range needs.
4. Realize the importance of open space preservation and environmental protection in the acquisition, development, and management of public lands.

Federal Responsibilities

1. Create national open space and outdoor recreation goals which can provide guidelines for state-wide planning.
2. Continue technical and financial assistance programs to state, county and local governments.
3. Review the use of federally owned land to determine the surplus and possibilities of incorporation of it in state and local open space plans.
4. Protect and provide open space and recreational areas of national significance due to size or exceptional natural or historic value.
5. Continue to emphasize all aspects of highway beautification, including the funding of a scenic highways program and the location of new highways with sensitivity to the natural environment.
6. Continue to cooperate and participate financially with all levels of government in planning for urban recreational centers in major metropolitan areas.

State Responsibilities

1. Cooperate with adjacent states in open space and outdoor recreation planning and development.
2. Maintain a current State Comprehensive Outdoor Recreation and Open Space Plan which will include annual updating of the acquisition and development schedules.
3. Explore new legislative approaches to recreation and conservation and adopt legislation enabling the state and its local governments to apply modern techniques for land acquisition, land development, and open space preservation.
4. Expand efforts to inform recreational planning and development agencies, private developers, conservation groups, and the general public of all available assistance programs.
5. Plan and design highways in association with local governments and in accordance with the National Environmental Protection Agency, paying particular attention to protecting parks, public recreational areas and outstanding scenic and natural areas against encroachment.
6. Acquire and manage open space areas that are of state-wide significance, such as forests, scenic rivers, scenic highways, state parks, fish and wildlife management areas, and natural environment areas.
7. Establish a system in which all levels of government and private enterprise periodically submit inventories of recreational sites and natural areas, with an estimate of future recreational and conservation requirements and their cost.
8. Continue land acquisition and development programs with emphasis on providing for open space and outdoor recreation needs in urban and metropolitan areas.
9. Protect and enhance historic sites and relate them to other recreational and open space programs.
10. Provide financial assistance to local and state agencies through Program Open Space.

County and Municipal Responsibilities

1. Develop and adopt a Comprehensive Plan to provide coordinated, long-range policy guidelines for land development, recreation and open space preservation.

2. Prepare a local Open Space and Outdoor Recreation Plan consistent with the State and regional goals in the Maryland Comprehensive Open Space and Outdoor Recreation Plan.

3. Develop and submit to the Department of State Planning a five-year acquisition and development schedule, to be updated annually, for all open space and outdoor recreation projects.

4. Adopt cluster subdivision, planned unit development and new town zoning provisions which have mandatory land dedication for open space and recreational development.

5. Protect unique natural areas and potential recreational sites designated in the Comprehensive Open Space and Outdoor Recreation Plan, through direct acquisition or utilization of a variety of non-acquisition techniques to assure open space preservation and future recreational development.

6. Provide intensively developed outdoor recreation areas that are easily accessible to the local population.

7. Protect and enhance historic areas to create local scenic and educational sites.

8. Work with other municipalities to develop and maintain outdoor recreation areas with facilities and programs extending beyond the capabilities of small incorporated municipalities, but not having state-wide significance.

Implementation

6

B. Funding Sources

Many public programs assist in the overall development of outdoor recreational opportunities in Maryland. Two major programs that have been catalysts for open space and outdoor recreation development in recent years have been Program Open Space of the State of Maryland and the Land and Water Conservation Fund of the U.S. Department of the Interior.

Program Open Space

Program Open Space is a Maryland State program that was created by law in 1969 and has been amended in succeeding years. The thrust of the program is to make funds available to State agencies and local jurisdicitions to: (1) expedite the acquisition of outdoor recreation and open space areas before the escalating cost of land prevents their purchase for public use and before potential areas are devoted to some other use; and (2) accelerate the development of needed outdoor recreation facilities.

Each year the State agencies and local governments are allocated a specific amount of funds from Program Open Space. The local governments must spend one half of their apportionment for acquisition of land and the other half for either acquisition or development. After deciding on a park acquisition or development project, the local governing body submits an application to the Department of Natural Resources for review and evaluation. The Department of State Planning also reviews each project to insure that it meets the needs identified in the Maryland Outdoor Recreation and Open Space Plan as required by law. Applicants are funded from 75 percent to 100 percent of the total cost of the projects. Final approval is granted by the Department of Natural Resources which has the responsibility of seeing that all projects meet the recreational needs of the citizens of Maryland.

Land and Water Conservation Fund

In 1966, the U.S. Congress passed the Land and Water Conservation Act to be administered by the Department of the Interior through the Bureau of Outdoor Recreation. This Act established the Land and Water Conservation Fund as a program of the Bureau of Outdoor Recreation from which States could obtain grant-in-aid assistance for the acquisition of outdoor recreation and open space land. Today, as in 1966, the primary objective of the program is to provide funds for urgently needed public outdoor recreation areas and facilities as well as to preserve and enhance the quality of the environment.

In order to remain eligible for grants from the Land and Water Conservation Fund, each state must develop and maintain a State-wide Comprehensive Outdoor Recreation and Open Space Plan. This planning prerequisite was not intended as an impediment to participation in the program. Rather, it was intended to stimulate the States into providing a sound and rational program for open space acquisition and development. The Department of State Planning, in cooperation with the Department of Natural Resources, has prepared the State Outdoor Recreation and Open Space Plan with the specific objective of identifying current demand for open space acreage, present and future needs, how much additional land is needed, and where it is located.

The State of Maryland combines funds from the Land and Water Conservation Fund with those from Program Open Space in making annual allocations of assistance to all local jurisdictions.

Private Sources

Funds may also be provided by a number of private organizations such as The Nature Conservancy, Maryland Ornithological Society, Inc., Izaak Walton League of America, Inc., Appalachian Trail Club, Chesapeake Bay Foundation, Maryland Conservation Council, The Conservation Foundation, and the Maryland Wildlife Federation.

A Continuing Planning Process

7

A. The Process

An ongoing planning process must be maintained so that future park and open space acquisition and development will continue to reflect the policies which the State adopts in its plan. The approach includes:

An outdoor recreation and open space information system which will maintain current data on variables that influence park plans

The information to be stored and available in a data bank will be used in recreational and open space decision-making. It will include data on park inventory and objectives, sites, priorities, and implementation. All data will be channeled to the Department of State Planning where it will be cross-indexed by county, region, site and activity. A data sheet will then be compiled for distribution throughout the state. This will provide a general guideline for persons and agencies participating in park and recreation planning to select projects and program their implementation.

A recreation program evaluation procedure to be used in reviewing applications for Program Open Space funds and State capital improvement funds

The purpose of the recreation program evaluation is to relate the principles and priorities of the Comprehensive Plan directly to project funding. In this way, it can be assured that projects which are implemented will be consistent with Maryland's open space concept and will further the policies adopted in the Comprehensive Plan. The process should also help to promote inter-governmental coordination and cooperation by identifying duplicate or overlapping proposals. Finally, the process establishes a method to select the projects to be approved for funding when money is not available to fund all proposals.

Guidelines for local recreational plans

Guidelines for local recreational plans will be developed to encourage and assist counties to initiate a comprehensive recreational and conservation planning effort. The guidelines will indicate those planning items which should be included in a recreational plan to meet eligibility requirements for State assistance programs. The establishment of these common guidelines will encourage plan compatibility from one jurisdiction to the next. This compatibility will facilitate regional cooperation among jurisdictions. The guidelines will also assure that local plans will be compatible with the Maryland Outdoor Recreation and Open Space Information System. This will be helpful to both the State and the locality in maintaining an up-to-date inventory and evaluation of Maryland's recreational resources.

Special Studies and Research

The importance of maintaining up-to-date recreational and open space statistics has been mentioned already in connection with the proposed Maryland Outdoor Recreation and Open Space Information System. Equally important is the discovery of new information and of the relationships between recreational and open space factors and the rest of the environment. There are a number of topics which the State might investigate to obtain a clearer understanding of the recreational and open space resources in Maryland. In certain cases, the research is needed to provide the factual basis for policy formulation; in other instances it is required to make intelligent design decisions. Topics will be of state-wide recreational or environmental significance such as scenic highways or second-home development impact.

At this writing, the country is experiencing the initial effects of an apparent long-term energy crisis. One effect already felt is a shortage of gasoline. This situation will clearly affect the outdoor recreation and open space planning of the future. Will the demand for "driving for pleasure" substantially diminish? Will demand for activities dependent on long-distance travel decrease? Will demand for closer to home, local parks increase? Will the already greatly expanding demand for bicycle trails grow still more? These are the kinds of questions that must be dealt with in gauging the effect of the energy crisis on recreation planning.

B. Coordination

The Maryland Outdoor Recreation and Open Space Plan, developed by the Department of State Planning, is a major element in the State's planning program. But equally important planning work is being done for other State-wide functional systems and by other levels of government. These other planning activities include special studies of certain aspects of recreation and conservation, studies for special areas, and on-going planning operations at all levels of government.

At certain points, these planning activities intersect. These overlaps are critical. They are the parts of a plan which require cooperation and coordination between different agencies in order to produce coherent and compatible plans and effective implementation.

Planning in the following areas is affected: Chesapeake Bay, wetlands, scenic rivers, historic preservation, tourism, watersheds, public utilities, schools, transportation, military installations and other federal property.

The growth of privately developed recreation facilities is a vital part of the State's program, and must be encouraged. Government and private recreation planners should cooperate fully.

Planning for recreation and open space involves many agencies and departments at Federal, State, and local levels of government. Because there are so many different units of government involved, several programs and procedures have already been developed in Maryland to promote inter-governmental cooperation. The various methods of cooperation include the following existing and proposed units:

Existing: State Clearinghouse Program, Program Open Space, Special Committees and Task Forces (i.e.: Scenic River Review Board), Regional Offices of the Department of State Planning, Regional Planning Councils, Interstate River Basin Compacts. Proposed: Maryland Outdoor Recreation and Open Space Information System, Recreation Program Evaluation Procedure.

A Continuing Planning Process

7

C. Legislative Accomplishments

The State of Maryland has enacted many laws directly and indirectly related to recreation and open space planning. In recent years, as concern over threats to our remaining open space has increased, the legislature has taken a broad and active role in providing the program and enabling legislation to preserve the public interest in natural open space. It is extremely important that the State legislature maintain a strong interest in outdoor recreation planning. The legislature's endorsement of an active and progressive program is to be encouraged.

The State programs created in the legislature have established State policy on recreation and environmental issues and directed State resources to achieve these policies. At the same time, new laws have been introduced which allow for innovative use of park planning and implementation techniques by local jurisdictions. Recent legislation reveals the extent of the State's commitment to achieving a recreational network that meets the needs of Maryland's residents and visitors.

The Maryland General Assembly has given the following agencies responsibilities within the State government to deal with recreational and open space issues:

Department of Natural Resources
Department of State Planning
Department of Agriculture
Department of Transportation
Department of Economic and Community Development

The increase of outdoor recreation and open space acreage owned by the state during the last five years has been exceptional when compared to the state's acquisition of park land in the preceding thirty years. In 1940 Maryland owned 125,831 acres of park and open space land. In 1969, prior to Program Open Space, the state's inventory of park and open space land reflected an increase of about 80,000 acres to a total of 206,200 acres — an annual increase of about 2,600 acres during the preceding thirty years. By 1974, however, the Department of Natural Resources had acquired another 45,000 acres of park and open space land for a total of 251,000 acres. In five years, the Department of Natural Resources acquired more than half the acreage that it acquired in the previous thirty years. This total does not include the many acres acquired by the local governments under the same program.

Maryland's success in expanding outdoor recreation opportunities through the acquisition of park and open space land can be attributed to the performance of the state's grant-in-aid program, Program Open Space. The progress that the Department of Natural Resources has made will enable the state to reach its ultimate goal of 380,000 acres of park and open space land.

Equally important, the acquisition of additional acreage is within the fiscal capabilities of Program Open Space. Given the current rate of revenues and expenditures, the remaining acreage can be acquired without issuing more bonds and within the anticipated revenues from the transfer tax.

Credits

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